

THE INTER-COUNTY AGENT
A NEW KIND OF COOPERATIVE EXTENSION
SERVICE WORKER

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COOPERATIVE EXTENSION SERVICE WORKER

By

Edwin Earl Motsenbocker

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ABSTRACT

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by Edwin Earl Motsenbocker

Agriculture is undergoing what has been described as a technological revolution. The Cooperative Extension Service, having contributed to this situation, is now adjusting to its new environment. A feature of this is the change of the county agent's work area from an intra- to an inter-county basis. The objective of this study was to assemble information on this development.

Three processes were followed. These were: (1) review of literature, (2) sampling of farmer opinion and (3) collection of information from states that have inaugurated inter-county work arrangements.

Study of related literature showed that many extension people have considered the need for specialization by agents accompanied by an expansion of work responsibilities across county lines. However, reports of such undertakings were scarce. New York State farmers were found to favor the utilization of existing agents and positions over the creation of new positions as a means of establishing cross-county

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line extension work. They also indicated by a four to one majority their interest in maintaining local responsibility in the supervision of extension workers.

Reports from the states showed that a new group of extension workers is rapidly developing. They are operating under a variety of titles, but all have one thing in common. They fit somewhere between the level of the county extension agent and the subject matter specialist. The most frequent recommendation from informants was that procedures and responsibilities should be well worked out and all concerned familiar with them, before the employment of workers under the program.

These reports show that inter-county work is being established in most states by the creation of additional positions. Compared to traditional county agent work, more of the financial support for these positions comes from state and federal sources.

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CHAPTER I

INTRODUCTION

We are living in an era of rapid change. Everything around us is changing at an almost unbelievable rate. Agriculture, in the midst of the picture, is undergoing what has been called a technological revolution. "The Extension Service--along with others--has contributed to the technological revolution. Now, along with the people it serves, the Extension Service must learn to live with technology."¹

This same sentiment has recently been expressed by many others. Farmers, extension leaders, leaders of various segments of agricultural business have been discussing ways of updating the extension service in keeping with changes taking place in agriculture. Developments in some states have progressed beyond the talking stage. True to extension's traditions each states extension service has acted independently in its reaction to this need for change. Reports at extension conferences, journal articles, etc. have indicated

¹George H. Axinn, "Extension Meets the Changing Scene," Annual Conference, Arizona Cooperative Extension Service, University of Arizona, Tuscon, January 17, 1961, p. 5. (Mimeographed.)

that something is being done. However, most of this information is scattered.

Just how little information is currently available on this subject is illustrated by the experience of the author in the preliminary step of compiling a list of states where inter-county extension work was being practiced prior to or during 1960. Replies from extension directors and others to the question, "Do you know of states where county agents are working on an inter-county basis?" were not very fruitful. A preliminary review of literature revealed numerous articles on the need for adjustment. However, little if any documentation of working examples or results is available as discussed in Chapters II and III of this study.

With mounting evidence that a number of states are in the process of making basic changes in the organization of their extension field staff it is logical to assume that evaluation of procedures, problems encountered, methods of overcoming them, etc. will become increasingly important.

It is the intent of this study to serve as a forerunner of future studies by beginning the process of information compilation.

PURPOSE OF THE STUDY

The primary purpose of this study is to assemble information. Specifically the study is concerned with collection of information on the change of the county agent's

work area from an intra- to an inter-county basis. The study is exploratory in nature. Its intent is not to evaluate methods used to make the change or the results and the effectiveness of various systems. The primary objective is documentation of currently available information. The objective is to facilitate future study of the establishment and operation of inter-county extension work by administrators, county agents and others who have an interest in the topic.

PROCEDURE USED IN STUDY

There are many phases of inter-county extension work which need to be studied in order to provide information for further development. Limitation of time necessitated selection of two procedures.

The first was based on the contentions that extension's clientele have opinions concerning its operation, as well as an important stake in its future. The second procedure of study was based on the contention that worthwhile information is available from states where inter-county extension work has been established.

In developing the first procedures, dairy, fruit, vegetable, livestock and poultry farmers in six western New York counties were selected for interviewing. These particular counties were selected because they are in an area of mixed agriculture, a situation that has been pointed out as ideal for cross-county line extension work. Farmers

were selected for participation in the study on the basis of their membership on county extension service commodity committees. A mail questionnaire was used to test three premises and hypothesis based on them. The premises were:

Premise # 1 Those receiving adequate assistance from an institution such as the Cooperative Extension Service, will be less interested in a plan for reorganization of the institution than those receiving less assistance or service. In many counties one enterprise such as dairying is predominant. Consequently a greater amount of time, manpower, skill, is devoted to this enterprise. Under these circumstances, farmers engaged in the major enterprise will react less favorably to a plan for reorganizing the extension service than will those engaged in minor enterprises.

Premise # 2 One of the characteristics of farmers is their conservatism. This applies to their opinions on expenditure of public money as well as their own farm operations. This philosophy can be expected to govern their reaction to proposals for expansion of the extension staff to provide inter-county service.

Premise # 3 In some states local committees have had considerable responsibility for the supervision of county extension agents. Therefore, any reorganization plan which appears to undermine local control will be viewed with suspicion by these committeemen.

Hypotheses of Committeemen Study

The three theoretic hypotheses which served as the basis for the commodity committeemen study were:

Hypothesis I Dairy commodity committee members will show greater preference for continuation of county agent work on an intra-county basis, than will fruit, vegetable, poultry and livestock committeemen.

Hypothesis II In choosing between proposals for reorganization of the extension service that would result in specialized agents working in more than one county, commodity committeemen will favor that existing staff members accept inter-county responsibilities over the employment of additional agents for this purpose.

Hypothesis III Commodity committee members will prefer local and state over state supervision of inter-county agents.

SECOND PROCEDURE

The second procedure, collection of information from states with inter-county projects, had several objectives. A preliminary one was simply to assemble a list showing states with these projects. A companion objective was to assemble information on the nature of these projects, procedures followed in setting them up, problems encountered, and methods suggested for coping with them.

The decision to pursue the above objectives was based on the contention that compilation of such information would avoid duplication of effort by others interested in studying inter-county extension work. Preliminary investigations revealed that at present there is no one source for this kind of information.

In the development of this study, the analysis and discussion is presented under the following headings.

Chapter II (General and Study Problem) includes past and present opinions on the technological revolution taking place in agriculture and the adjustment of extension to this environment.

Chapter III (Review of Related Literature) consists of concepts related to the functioning of the Cooperative Extension Service. Attention is given to the implications of change on such items as program planning procedures, staff relationships, and the general question of authority and administration.

Chapter IV (Method of Study) describes the methods and procedures used in assembling the information.

Chapter V (Results) contains a summary of farmer respondents reaction to proposals for changing the extension service in their counties and an analyses of replies from various states describing inter-county extension projects.

Chapter VI (Summary, Conclusions, and Recommendations) summarizes the study, gives some conclusions based on findings of the study, and general recommendations for additional research.

DEFINITIONS

Several terms are used throughout the study. In order to establish a common understanding, the meanings of these terms are described here.

Commodity Committee: A group of producers of a particular crop or commodity, and others that share a common interest

in the commodity, who are generally used in building a county program and in executing plans.

County Extension Agents: Persons assigned the responsibility of conducting cooperative extension work on the county level under specifications originally outlined by the Smith Lever Act of 1914.

Agri-Business: Manufacture and distribution of farm supplies, plus the processing, handling, merchandising, and marketing of food and agricultural products, plus farming itself.

Inter-County Extension: Cooperative extension service activities conducted in two or more counties.

Intra-County Extension: Cooperative extension service activities conducted within the boundaries of a county.

CHAPTER II

THE PROBLEM

The General Problem

No one will question that we are living in an age of progress. In the words of Ahlgren¹ "Progress means change. Change is an asset--but the price is adjustment. We cannot live with the 'status quo' today."

Agriculture today is undergoing rapid change as has been attested to by many people. Ratchford² refers to the change in the past 25 years as a "revolution." Speaking of the future he states that the "flow of technology pertaining to agricultural production and marketing will continue at an increasing rate "during the next 8 to 10 years. Technology will be increasingly complex and harder to teach."

¹Henry L. Ahlgren, "The Scope and Responsibility of the Extension Service," Extension Rural Sociology Workshop, Ithaca, N.Y., Sept., 1959: Rural Sociologists in Extension Look Ahead, (U.S.D.A., Federal Extension Service) p. 16.

²C. B. Ratchford, "Modernizing Extension" Report of Proceedings, Western Region Seminar in Extension Supervision, Sept., 7-12, 1958 (National Agricultural Extension Center for Advanced Study, University of Wisconsin, Madison), 1959, p. 24.

Clark³ also indicated that scientific development and technological advances affecting agriculture are occurring at a rapid rate. His observation was that the kinds of assistance provided farm and rural people is changing, and that "Extension Service Administrators have recognized the need for adjustment in programs, procedures and clientele being served in view of the many changes affecting agriculture and family life."

These changes appear in many fashions. Farm operations are becoming more specialized. Higher investments and costs are involved. Farm operators are becoming better trained and informed. They have broader interests, ask questions on more subjects, and ask more penetrating questions on each subject. Today there are more alternative sources of information such as governmental agencies, field service people of commercial companies, mass media, private consultants. In addition the agent finds himself increasingly involved with agricultural business concerns. "These firms must be considered as a part of our Extensions clientele."⁴

Kirby⁵ supports the premise that farming is no longer

³Robert C. Clark, "The Role of the County Agent," Farm Policy Forum, Vol. II, No. 4 (1958-59), p. 21.

⁴Ratchford, op. cit., p. 30.

⁵Edwin L. Kirby, "Training Needs of Today's County Agents," Extension Service Review (October 1958), p. 209.

simple production. He states that "traditional farming is declining in favor of agri-business which includes the complete cycle of production, processing, distribution, retailing and consumption." In many instances these functions are combined through vertical integration.

All of these developments have resulted in making the work of the county agents more complex and more important. The following statement by Ratchford emphasizes the need for greater competence among today's county extension staff. "There was a time when the wrong information was irritating to the farmer, today or tomorrow it could break him."⁶

The Study Problem

The present high levels of esteem that the Cooperative Extension Service enjoys is a testimonial to the fact that over the years it has adjusted to changing conditions and remained effective. Carew⁷ voices an opinion shared by others. He suggests that "aggressive leadership and technical knowledge" have kept extension at the top, but that today this influence has waned to some extent along with a decline in leadership. He states that these can and must be retained "but first must come an unfriendly look--

⁶Ratchford, op. cit., p. 24.

⁷John Carew, "The Role of the Extension Specialist In Agriculture," Farm Policy Forum, Vol. II, No. 4, (1958-1959), p. 29.

a searching self appraisal of agricultural extension." Referring to some possible complications in reaching this goal he added, "We must cut through the tangled web of tradition and policy."

Carrigan⁸ said that stagnation results unless changes are made. He agreed that extension, like other institutions, "has failed to read the signs of the times" and that as a result extra energy is needed to make up for lost opportunity. His contention is that we should have clearly defined programs and objectives, that are not final but dynamic. Programs "should be different now from that of a year ago, or even yesterday, and should be different next year and even tomorrow."

In advocating change extension leaders have been following the truism widely accepted in American business, that it is necessary to go forward in order not to go backward. Alderson⁹ wrote that growth is necessary for survival. In marketing this means selling more of the same product, adding new products. Extension's growth can be measured in terms of personnel and services rendered.

⁸J. E. Carrigan, "Long Range Programs and Objectives of the Agricultural Extension Service," The Spirit and Philosophy of Extension Work, R. K. Bliss (U.S.D.A. and Epsilon Sigma Phi Fraternity, 1952), pp. 330-331.

⁹Wroe Alderson, Marketing Behavior and Executive Action (Richard D. Irwin, Inc., Homewood, Ill.: 1957), p. 59.

How to manage this growth so that it is productive and not wasteful, is a concern of administrators. Business provides us with a partial answer to this through Alderson¹⁰ who wrote "An expanding system tends to require increasing specialization of its members in order to maintain the effective functioning of the system of the whole."

The Cooperative Extension growth has followed this path in its growth. Ranta¹¹ in referring to the expansion of the extension staff to over 14,000 workers in 1960 commented that "this has led to the employment of county extension personnel who are trained in special fields."

This specialization has enabled agents to become more competent in their subject matter area. The complication is that the number of clientele within a county in a particular specialty may be so small that a specialized agent in that county cannot be justified. In such a situation "consideration should be given to employing an agent to work in that specialty in several counties."¹²

Carew¹³ supports this as follows:

¹⁰Ibid., p. 55.

¹¹Raymond R. Ranta, "The Professional Status of the Michigan Cooperative Extension Service," (unpublished Ph.D. dissertation, National Agricultural Extension Center for Advanced Study, University of Wisconsin, 1960), pp. 1, 2.

¹²Ratchford, op. cit., p. 34.

¹³Carew, op. cit., pp. 32, 34.

There is a growing realization that the county may not be the most efficient unit for developing an Extension program. Despite problems of local financing and administration we shall probably witness a further trend towards the employing of specialized district or regional agents.

He suggests that there might be two kinds of extension "practice," and "product." Practice extension would be approached on a local basis through county extension workers. Product extension would be most effective on a large area basis with close cooperation of producers, manufacturers, merchandisers.

The preceding portion of this chapter has been devoted to a review of the opinions on the need for revising extension and some suggestions for accomplishing this end. The next portion will be concerned with complications and problems hindering progress.

Extension is a complex organization, as shall be explained in greater detail in Chapter III. Any change will call for alteration of patterns of behavior, and relationships that will be advocated or resisted to varying degrees individually and collectively. One of the major items which must be considered is that of relationships involving, county agents, specialists, administrators, and the public being served. Additional issues are: overall administrative policies, financing, personnel training.

The following information draws together current thinking on these items and serves as a basis for the field

studies conducted in connection with this study. Ahlgren¹⁴ summarized for us the three courses of action that are open to extension. They are:

1. Maintain status quo. Continue to do business in the same old way at the same old stand.
2. Let changes occur and once trends become clear, come in and offer our services.
3. Assume a position of positive leadership, move boldly into the parade of change and become an important force in shaping it.

Advocates of each of these stands can be found among extension workers and clientele, depending on their comprehension of the overall issues and concern over how proposed changes may affect their own future status or role.

Vieg¹⁵ reflected the overall extension view when he wrote that colleges have determined not to let come what may but have "decided to think out afresh what ought to be their relationship with every agency serving agriculture." As a consequence they have decided that "from now on emphasis must be placed less and less on preserving formal rights attached to them as state institutions and more and more on how best to cooperate while yet safeguarding their functional integrity."

¹⁴Ahlgren, op. cit., pp. 18, 19.

¹⁵John Albert Vieg, "Working Relationships in Governmental Agricultural Programs," Public Administration Review, Vol. 1 (1940-41), pp. 142-145.

Commenting on the need for expansion and work in new areas, Vieg disagreed with those who urge the creation of "new and separate personnel" competing with extension as a means of instilling "greater vigor in administration." His conclusion was that unless the official extension staff is "enlarged and given a new orientation, new 'extenders' will appear throughout the country" and that this development will be a "detriment of such relative quiet as now prevails in the educational front."

Brown and Vandenberg¹⁶ noted the changes taking place inside and outside the extension organization and concluded that "it becomes necessary to re-examine the roles and functions of various positions in the organization." They wrote that the top function of the specialist is to keep county agents informed, and this function will become more important. Time for "more help with program planning" and "preparation of county staff teaching materials, etc. will be made available by less time at meetings, and on farm visits."

Acknowledging that extension clientele and their problems are changing, Ratchford¹⁷ indicated the following changes for extension. "We must change organization, long held concepts about what makes successful workers, and

¹⁶Emory J. Brown and Gale Vandenberg, "The Job of the Extension Specialist is Changing," County Agent Vo-Ag Teacher, Vol. 15, No. 6 (June 1959), pp. 12, 13.

¹⁷Ratchford, op. cit., pp. 24, 33, 34.

methodology as well as subject matter. All extension workers must realize that change is normal and look for opportunities for changing." The following exemplifies the kind of problem that he envisions.

All too frequently some traditional organizational pattern becomes sacred. It becomes so sacred that if it becomes a choice between getting an important job done and changing an organization, we keep the organization pattern and let the program go.

He added that "Extension workers with specialized assignments must have advanced training in their speciality." As programs become more involved, and agents have specialized assignments, "coordination becomes more important and difficult." His suggestion for this was to have one person in a county become chairman, with "special training in administrative leadership and guidance at the county level."

Clark¹⁸ observed that "no agent can be qualified in all fields," that there is a need for a higher degree of specialization in subject matter and teaching methods. He indicated that one agent would probably "continue to function as a program specialist in coordinating and administering extension work locally," and that this would be supplemented by "specialists in subject matter areas of importance to one or more counties."

Mention was made earlier in this chapter that change will be advocated or resisted to varying degrees by extension

¹⁸Clark, op. cit., p. 24.

workers. Carew¹⁹ indicated that the question of status or rank enters into this situation. He offered the opinion that workers assigned to inter-county extension positions would react differently to the appointment according to their previous extension experience. County agents would consider the new position as a promotion and they would not necessarily be looking forward to future assignment at the college itself. On the other hand former college subject matter specialists would consider this somewhat of a "demotion" and would be looking forward to campus and statewide reassignment.

Ranta reported that "policies and procedures reflecting the status of positions in the Extension Service should be continually evaluated to assure proper status distinction." He indicated that improper status distinction can adversely affect county programs and personnel. The following report by Ranta substantiates several of Carew's views mentioned earlier. "The position of County Extension Agent in Marketing was considered as the most professional position in the Extension Service by the total County Staff." Further, the county extension agent in consumer education ranked higher than the county extension agent in home economics.

¹⁹John Carew, Personal Interview.

²⁰Ranta, op. cit., p. 152.

Extension administrators at Michigan State felt that incorrect titles assigned to agents stood "in the way of progress in the development of a larger, more all-inclusive extension service." Their conclusions were (1) that it was important that titles adequately identify extension workers, and that (2) titles be assigned to various workers so that they "would have an opportunity to be advanced within their chosen field and to be recognized by both fellow workers and others."²¹

Another important field related to this study is that of administration. This will be discussed in greater detail in the next chapter. However it would be well to record at this time Ratchford's²² views on the subject. He said that as extension has been growing, there have evolved more programs to coordinate, more problems coupled with a rapid staff turnover. Compared to industry, extension is providing less rather than more supervision.

It should be noted further that there has been criticism levied against extension, charging that extension has lagged in its adjustment to the needs and wishes of its clientele. Rogers²³ wrote that "The Extension service

²¹"Cooperative Extension Committee on Ranks and Titles of Field Workers," (File # 6.1.1.2., Files Institute for Extension Personnel Development, Michigan State University). (Mimeographed.)

²²Ratchford, op. cit., p. 34.

²³Everett M. Rogers, Social Change in Rural Society. Appleton-Century Crafts, Inc., N.Y. (1960), p. 310.

has undoubtedly changed more slowly than has the audience served by the agency. Once again there is the familiar pattern of an institutional fix on cultural lag."

Kirby²⁴ indicated that extension has prided itself on the ability to "conduct a flexible, dynamic, education program." He then asked if extension is prepared to meet increased demands in order to maintain present confidence. He implied that the answer is no when he wrote that extension is "faced with the impossible task" of providing specialized professional help to highly specialized agricultural business and to a growing society with varying values, needs and interests.

This and succeeding chapters are designed in response to this and similar challenges. They contain additional information on some of the subjects reported here, also tangible evidence that steps are being taken in numerous states to "modernize" extension.

In concluding this chapter the following comments by Alderson²⁵ on survival in the business world are offered as applicable to extension.

A firm does not die because it is inefficient in its original function. It can be reorganized so that it can perform more efficiently, or it can take on new

²⁴Kirby, op. cit., p. 209.

²⁵Alderson, op. cit., pp. 54, 57.

functions.

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An organized group behavior system may survive despite severe functional disturbance resulting from environmental changes if sufficient plasticity remains so that new functions may develop or new methods may be adapted for performing existing functions.

CHAPTER III

REVIEW OF RELATED LITERATURE

The writer reviewed available literature directly related to the topic of inter-county extension work by county agents. In addition, literature on related topics was studied. There were few case histories found measuring procedures, techniques, or results.

In keeping with the exploratory nature of this study, attention was given to items that might logically be expected to have a bearing on the topic. Those selected as being important were:

1. Extension's adjustment to its environment.
2. Extension's principles and traditions.
3. Concepts of authority, control, supervision.

Extension's Adjustment to its Environment

In recent years there has been mounting evidence that people within and outside the extension family were giving thought to the modernization of the extension service. Students of the history of extension will point out that this is nothing new, that extension has made many adjustments since the days of Seaman Knapp when county demonstrations were first established. The following material will

show that what is being discussed is more in the nature of a cross roads rather than a curve in the road.

One of the most authoratative references on the subject is the "Scope Report."¹ Taking note of the changes taking place in agriculture the committee had the following to say:

. . . all such significant trends re-emphasize the fact that the Extension Service must have a dynamic program. . . . one constantly being modernized to keep pace with the everchanging conditions facing the people it serves. Programs and procedures appropriate and adequate yesterday, are likely to be inappropriate today and obsolete tomorrow. Extension must be ever alert, therefore, to adjust its programs, focus and methods to insure that its resources are used more efficiently, and in keeping with the everchanging problems of the people demanding services of it.

Rogers² said that "if we are to meet the challenges outlined by the Scope Report and furnish the leadership in a dynamic program, extension workers of the future must be better trained than many are today." He indicated that specialized training is needed in order to qualify workers for leadership in specialized farming.

Flexibility is a basic characteristic of extension work. There are those who will vouch that this is the major

¹Sub-committee on Scope and Responsibility of the Extension Committee on Organization and Policy. "The Co-operative Extension Service-Today." (April 1958).

²F. E. Rogers, "Training Extension Workers for the Future," Extension Service Review (Sept. 1958), p. 187.

contributing factor to the success that it has attained.³

Commenting on change Williams⁴ said that extension has "more future than past." He said further that "our objectives remain the same, but scope and methods are changing. Let's not be afraid to expand our scope, to use new techniques."

Additional opinions on the topic of extension and its adjustment to the changing agricultural environment can be found in Chapter II.

Extension's Traditions, Principles

There have been complete books written describing how extension operates. The objective here is to consider several sub-topics that appear especially relevant to this study. These topics are: (1) program development and commodity committees, (2) roles and role expectations.

Program planning has gone through three stages.⁵ In the early days it was pre-determined by obvious needs. The boll weevil was destroying cotton. Smut was reducing

³J. L. Bootman, "The Cooperative Extension Service," The Spirit and Philosophy of Extension Work, R. K. Bliss Graduate School, U.S.D.A. (1952), p. 345.

⁴H. H. Williams, "Birds Eye View of Extension," The Spirit and Philosophy of Extension Work, R. K. Bliss, Graduate School, U.S.D.A. (1952), p. 34.

⁵Lincoln David Kelsey, Cannon Chiles Hearne, Cooperative Extension Work (Comstock Publishing Associates, Ithaca, New York, 1955), pp. 125, 126.

oat yields. In the second stage, recognition was given to the value of county extension organizations for program and research development in addition to extension of information. This is called the period when programs were self determined rather than predetermined.

The third period, the one in which we find ourselves, can be called the fact determining period. Program planning procedures in this phase are concerned with farm management, social trends and economic facts as well as production factors. This has given impetus to the assembling of facts by specialists on which to build programs. Correlated with this is the development of county-wide commodity or project committee planning. Evidence points to the fact that we are now entering a fourth period. Programs and committees now are beginning to operate on an economic area basis rather than territories defined by county lines.

Kelsey and Hearne⁶ explain that county committees are of two types. One is the legal county extension committee which is responsible for financing and execution of the program. The second are "advisory planning and operational committees which build programs and make recommendations." These may be sub-committees of the first group or separate committees.

⁶Ibid., p. 146.

Moe⁷ wrote that advisory committees or groups are "significantly helpful in determining needs and interests, that their involvement builds interest and support for programs, and that they are particularly helpful in evaluating a program in periods of change."

Brunner and Yang⁸ say that agents rely on committee members to help locate demonstrations, to promote local extension activities and develop leadership.

Baker⁹ indicated that the value of local advisory committees is "now somewhat discredited, based on reports of Federal and State Extension leaders who have been securing salary payments from state and federal funds." These people assert that "better-trained personnel who need not count the favor of local appropriating groups can secure more widespread interest."

Moe¹⁰ reported on a doctorate dissertation which referred to the solidification of the interests of power groups in the counties through the county commodity committee

⁷Edward O. Moe, "Extension Education," Encyclopedia of Educational Research (edited by Charles W. Harris), (The McMillen Co., New York 1960), p. 493.

⁸Edmund De S. Brunner and E. Hsin Pao Yang, Rural America and The Extension Service (Bureau of Publications, Teachers College, Columbia University, 1949), p. 33.

⁹Gladys Baker, The County Agent (University of Chicago Press, Chicago, 1939), pp. 174, 175.

¹⁰Moe, op. cit., p. 473.

system. This solidification, in turn was shown as leading to "restriction of college control over the extension program and perhaps no improvement of the program as judged by objective criteria."

Most studies and reports indicate favorable reactions to the formation and use of advisory committees. An unpublished Oklahoma report suggests an added value from these committees as follows: "The responsibility that people feel toward carrying out a program is directly related to the part they play in determining it and the extent to which they feel the program is theirs."¹¹

The importance of local approval was indicated by Miller.¹² He wrote that some person or group has to make decisions in order to get a project going. These decisions in turn must appear "rightful" to those for whom the decisions apply. If there is any question concerning the "rightfulness" of a decision, approval by certain community groups or persons may be important.

Earle and Evans¹³ found that "advisory committees

¹¹"Working With Local People in Planning County Extension Programs," unpublished report Committee III, Extension Service Program Planning Workshop, University of Oklahoma (April 1949). From files Michigan State University, Institute of Extension Personnel Development, File #5.2.1. (Mimeograph.)

¹²Paul A. Miller, Community Health Action (Michigan State College Press, East Lansing, 1953), pp. 13, 14.

¹³Wendell Earle and Jean C. Evans, The Organization and Operation of Extension Marketing Programs (The National Agricultural Extension Center for Advanced Study, University of Wisconsin, 1957), p. 64.

and individuals were observed to be the source of both help and hinderance in the development of extension marketing programs." They found that complications were most likely to appear when advisory groups or individuals were not representative of the group therefore unable to express real problems of the particular clientele. Their recommendation was that if advisory committees are created, there should be a clear understanding of the scope of their responsibilities and functions by both the committee members and extension workers.

Other writers have described in detail qualifications of advisory committee members and the method of their selection as related to their usefulness. According to Vandenberg¹⁴ "selection of members should not be left to chance, it should be a systematic process focused on abilities to do the job effectively." She contends that groups sending representatives is not a very satisfactory method. "They may have vested interests." A requisite is that they have "imagination, vision, and perspective beyond county boundaries." We can assume that these attributes are especially important for a committee formed to advise an inter-county extension program.

¹⁴Gale L. Vandenberg, "Getting The Most From Planning Councils," Extension Service Review (February, 1961), p. 29.

Roles and Role Expectations

Four categories of roles and role expectations were considered important to an understanding of this section of the study problem. These are:

1. The Extension Service itself
2. Subject matter specialists
3. County extension agents
4. Program planning committees referred to as commodity committees.

Reference to each of these must of necessity be brief, and selective. Chapter II was devoted to changes affecting the role of the extension service. Program planning committees were discussed in the immediately preceding paragraphs. The following section is devoted to the interrelationship of administration, specialists and the county agent. Points selected will be relative to the overall study problem--changing county extension work from an intra- to an inter-county basis.

McElroy¹⁵ expressed what is generally accepted as the main role of the subject matter specialist when he wrote that they "serve as the connecting link between the land grant college and the county extension worker." He clarified this further by indicating that the specialist

¹⁵ John J. McElroy, "Specialists--The Connecting Link," Extension Service Review (April, 1958), p. 77.

interprets and adapts research findings to local needs, helps in the training of agents and in program development.

Another common view voiced by Clark¹⁶ is that as county agents specialize and become more technically qualified in their specialty they will do "a larger share of the direct teaching of local people." The implication of this is that specialists will then have more time for adequate training of agents, etc.

Questions have been raised on the effect that changing roles or responsibilities have on individuals and the extension system. Brown and Vandenberg¹⁷ offer the following on this topic. "More effective organization will result if county staff, specialists, supervisors and administrators frankly discuss with each other implications of the changing times."

Earle and Evans¹⁸ suggested a specific situation where a clear understanding and agreement is important. They recommended that if more than one person is involved in making decisions on matters of policy, a clear understanding and agreement should be reached, before personnel are hired or assigned. They were referring to area

¹⁶Robert C. Clark, "The Role of the County Agent," Farm Policy Forum, Vol. II, No. 4 (1958-59), p. 25.

¹⁷Emory J. Brown and Gale Vandenberg, "The Job of the Extension Specialist is Changing," County Agent Vo-Ag Teacher, Vol. 15, No. 6 (June, 1959), p. 13.

¹⁸Earle and Evans, op. cit., p. 60.

marketing agent programs and to situations where district supervisors, state leaders, and county chairmen are involved. Particular mention was made of situations where the extension program is moving from the traditional toward new clientele for extension.

Administration, Organization

Any discussion on the administration and organization of the Cooperative Extension Service should begin with the Smith-Lever Act, for the act "brought together and coordinated the great array of Extension and Extension like activities."¹⁹ Under its provisions memoranda of agreement are drawn up between the land-grant institutions and (1) the United States Department of Agriculture, and (2) the counties.

These agreements provide among other things for a district administrative division with a responsible leader to conduct extension work through jointly approved projects and plans.

Over the years each state has developed an administrative pattern for its own extension service within the framework of the Smith-Lever Law. Clark and Evans²⁰ suggest

¹⁹Moe, op. cit., p. 492.

²⁰Robert C. Clark and Jean C. Evans, "Guidelines for Extension Administrative Organization," Administration in Extension (National Agricultural Extension Center for Advanced Study, University of Wisconsin, Madison 6, Wisconsin, 1960), pp. 75, 76, 77.

that a wide range of factors contribute to the unique form which an organizational structure may take. They list six as of utmost importance to extension administrators today. All six are in some way associated with change--change in size of staff, changes in personnel, clientele, objectives of the organization, base of authority and basis of organization. The latter two, authority and organization, seem to bear a special relationship to this study.

Under basis of organization, Clark and Evans list three ways of assigning personnel to a superior, on a functional, geographic or clientele basis. They list the following types of authority:

1. Laws and administratively approved rules and regulations.
2. Knowledge, often called the authority of "know how."
3. Authority of position.
4. Authority of the situation.

The interlocking concepts of authority, power and control appear in many writings on administration and the administrative process. Axinn²¹ in discussing the relationship of the extension specialist and supervisor suggests that control over other people should be labelled power and

²¹George H. Axinn, "The Millieu Theory of Control," Public Administration Review, Vol. XVII, No. 2, Spring (1957), pp. 103-105.

that power is divided into authority and influence. He describes authority as "legitimized power," and assigns the power of authority to the extension supervisor, the power of influence to the specialist. After explaining how many staff people and specialist exert authority and influence, he concludes that "the effectiveness of organization is related directly to the extent to which authority is reserved for the unitary line supervisor."

This stand gains significance when aligned with statements such as the following by Baker.²² "State Extension officials have substantially limited their authority by administrative agreement or contract with county organizations and by a general policy of encouraging local initiative in Extension Work." Baker adds that there are those who feel strongly about the maintenance of local control and initiative, as a means of attaining extension's most important objective, the development of local leadership. These people fear that the present trend toward centralization will destroy local initiative and eventually destroy the system.

Peck²³ suggests that the nature of extension work

²²Baker, op. cit., pp. 121, 175.

²³Frank Peck, "Administrative Organization of Extension," address at Fifth National Administrative Workshop, April, 1956 (National Agricultural Center for Advanced Study, University of Wisconsin), p. 18.

is such that the "concept of 'boss' is not particularly applicable as educational work must provide many freedoms which may not be so necessary in the organization and operation of industry." He adds that control is useful and necessary in the area of program determination, supervision of policies, budgeting, personnel and scheduling but that "controls must be of such a nature that motivation is not stifled."

Brown and Deckins²⁴ cite one of the less desirable consequences that may occur from this policy.

County agents have developed autonomous units of power by gaining support of legitimate, organized groups, influential individuals and Extension's own sponsored groups such as DHIA and artificial breeders. Administration must deal with these resources of authority and power built up by the local agent.

These authors also indicate that influence on an informal basis is undoubtedly an important factor in extension work. They cite the example of the subject matter specialist who needs skills in interpersonal relations in order to have county staff members accept his program and invite him into the counties.

This example refers to social controls which are discussed in detail by Bertrand.²⁵ He describes social

²⁴Emory J. Brown and Albert Deckins, "Roles of the Extension Subject Matter Specialist," Rural Sociology Journal (Volume 23, Sept. 1958), p. 275.

²⁵Alvin L. Bertrand, Rural Sociology (McGraw Hill Book Company, Inc., New York, 1958), p. 19.

controls as consisting of "many processes by which the greater society enforces conformity to the patterns of behavior it considers to be right or good." He adds that this is a form of informal control "maintained by conscience, ridicule, ostracism," while formal control is achieved by "laws, rules, codes, and regulations."

Suggestions for Conduct

A number of miscellaneous rules or principles have been advanced on the topic of authority, power and control. An exceptionally good collection is contained in a Michigan State University committee report titled "Administrative Organization."²⁶ Some of the highlights of this report are as follows:

One principle of sound administration is that decisions of program execution should be as close to the level of operation without violating statewide policies, and without sacrificing unification and flexibility of the over-all program. To accomplish this principle there must be a well-defined delegation of responsibilities and authority to the appropriate level. . . . An individual who is held responsible for obtaining results in given areas of activity, must have authority to act in proportion to his responsibilities. . . . no staff member should receive directions from more than one person for the performance of a given area of responsibility . . . care must be exercised in carrying out the program to differentiate between the free development of technical relationships and the administrative line of authority.

²⁶"Administrative Organization," (mimeo report File #6.1.1.2, Institute For Extension Personnel Development, Michigan State University, East Lansing, Michigan).

Harlow²⁷ lists four places to look for organizational illnesses.

1. Span of control
2. Departmentation
3. Explicitness of delineation of functions
4. Addiction to committees

Brownlow²⁸ said that an administrator must be "influenced by a catholic curiosity" if he is to have sufficient understanding of the persons over whom he has authority in their work. An administrator isn't expected "to know very much about anything" but should rely on specialists who know a great deal about particular things. If he does know a lot about anything "he ought when acting as an administrator to suppress that knowledge."

Baker²⁹ commented on the fact that new and complex duties undertaken by county agents and the "necessity of directing additional county personnel responsible for particular types of work would seem to demand more adequate supervision and guidance from the state staff."

²⁷James G. Harlow, "Is Reorganization Necessary," Administration in Extension (National Agricultural Extension Center for Advanced Study, University of Wisconsin, Madison 6, Wisconsin, 1960), p. 70.

²⁸Louis Brownlow, "The Administrative Process," (lecture before Graduate School of the Department of Agriculture, February 1939), p. 3.

²⁹Baker, op. cit., p. 127.

Ratchford³⁰ agreed when he said that in many cases the work load of state administrators is "so large that they can hardly handle the administrative management chores and have no time for program supervision." He suggested that a part of the load be turned over to specially trained persons who would function as staff officers responsible for training, public relations, evaluation, personnel procurement, etc. This would permit line officers to concentrate on program supervision and execution.

Kreitlow's³¹ observations on the pitfalls of planned direction seem appropriate to this study. He indicated that some leaders make the mistake of waiting for group direction rather than recognizing their responsibilities for directing its deliberations. He cautioned against the opposite extreme, autocratic leadership used in an endeavor to give direction to group action and hasten the process.

Area and Administration--A Summary

Many of the items reviewed in this study were considered by Fesler³² when he wrote his book on organization

³⁰C. B. Ratchford, "Modernizing Extension," Report of Proceedings, Western Region Seminar in Extension Supervision, Sept. 7-12, 1958 (National Agricultural Extension Center for Advanced Study, University of Wisconsin, Madison, 1959), p. 35.

³¹Burton W. Kreitlow, E. W. Aiton, Andrew P. Torrence, Leadership for Action in Rural Communities (The Interstate Printers and Publishers, Inc., Danville, Illinois, 1960), p. 77.

³²James W. Fesler, Area and Administration (University of Alabama Press, 1949), pp. 10-94.

and administration of various levels of government. It is no accident that so much of what he had to say has a direct bearing on the Cooperative Extension Service since extension, tracing its origin to the Smith-Lever Act, is a subordinate governmental agency. Therefore, his references to such items as allocation of functions, administrative organization, adjustment to changing environmental conditions, etc. can serve as a summary for this chapter. His book includes the following points:

1. The citizen asks from the complex of government that functions wholly allocated to one or another layer shall be so allocated as to be efficiently performed, cost the least money per unit of service, and be subject to effective democratic control by himself and his fellow citizens.
2. Layers of government whose areas have ceased to be adequate for their original function shall either be abolished or be expanded or contracted to more appropriate dimensions.
3. Coordination of the many functional field services should lead to an analysis of the drafting of field service area boundaries and of the factors that need to bring such boundaries into reasonable harmony with natural areas.
4. We can define a cotton area or the urban settlement area. An integrated governmental attack on problems of each such area is most successful if the attack is under the guidance of a government whose territorial jurisdiction embraces the whole of the natural area.
5. Efficiency requires the development of a staff of officials of diverse skills, otherwise the people are denied the fruits of expertness developed in the specialized channels of education and experience.

6. A staff of specialists will have an adequate work load only if it has a large clientele, and a large clientele exists only in a larger governmental area.
7. Popular control means different things to different people. There is agreement however that government must not be irresponsible, that channels for popular control must be simple and clear and that the peoples interest in control must be kept vital.
8. A balance is suggested between complete democracy as expressed by local control and efficiency of greater central control.
9. Almost all horizontal cooperation among coordinate areas tends to be cumbersome and falls short of providing a fundamental adjustment of area and function. Cooperation often needs a shove from the outside.
10. Centralist tendencies are strongest in the early months of an agency's life, and they recur whenever policies of central organization is in ferment. During these stages there is a tendency to staff field services with people content to plug away at nondiscretionary duties. By the time the agency calms down at the center, and the question of delegation of discretionary authority to the field service areas can properly be raised, the agency may be saddled with unimaginative, non-expert field personnel. In addition the central functional divisions may have developed a lack of confidence in the readiness of the field service for more substantial responsibilities.
11. There should be recognition that area and function will be reciprocally adjusted not by a single solution but many, and that the adjustment is a continuous and imperfect process, not to be realized once and for all.
12. There is a difference of opinion on the relative merits of control and direction by generalists or by bureau or department heads. Administrators of bureaus or departments may have the conviction that the function of their department is far more important to the public interest than such outsiders as agency heads may be expected to appreciate.

13. As much attention must be paid to the center as is paid to administrative arrangements in the field.
14. The doctrine of dual supervision, tends to result in dominance of functional over areal supervision. It leads to confusion of the field staff by their having to judge which of two masters to obey in case of conflicting interest.

CHAPTER IV

METHODOLOGY

Identity of Farmers Surveyed

Lists of farmers were secured from six New York state counties. These were Monroe, Wayne, Ontario, Livingston, Genesee and Orleans. Agriculture in all six is considerably diversified. Farmers selected for the survey were members of Extension Service Commodity Committees in these counties. The commodities represented in the survey were dairy, fruit, vegetable, poultry, and livestock.

For survey purposes, committees in some of the counties were combined. For example, one county listed a swine committee and a beef committee. These were considered as one livestock committee. Another county had separate market vegetable, processing vegetable, and potato committees. These three were lumped together as one vegetable committee for that county.

County agents who supplied these lists were asked to remove names of any persons who were non-farmers but were on the list as agri-business representatives. The author is acquainted with this area of New York, thus was able to recognize several questionnaires returned by non-farmers. These non-farmer returns were not tabulated.

A total of 494 committeemen were contacted. Returns were tabulated from 367 respondents.

Methods Used To Obtain Farmer Opinions

County agents in each of the six counties were contacted by phone, the project explained and the agents' cooperation obtained. The agents forwarded to the author, names and addresses of the commodity committeemen described.

A questionnaire and an explanatory letter were prepared and mailed to farmers in Lenawee County, Michigan for pre-testing. The mail questionnaire was chosen as the most efficient means for obtaining the needed information.

Gallup¹ mentions that the mail questionnaire is "well adapted for reaching specific groups such as dairy farmers, poultrymen or homemakers" who belong to organized groups. "It is free of any interviewer bias, but not necessarily instrument bias." Gallup lists several additional limitations of mail questionnaires. "Those who reply may not be typical members of the list." Also, it is difficult to obtain detailed, qualitative answers or to know precisely what these answers mean. Recognizing these and other limitations the mail questionnaire was the method selected for collection of data in view of the time and finances available.

¹Gladys Gallup, "Methods of Collecting Data," Evaluation in Extension, Darcie Byrn, Editor, Division of Extension Research and Teaching, Federal Extension Service, U.S.D.A., pp. 45, 46.

The three principal questions were so designed that they could be answered simply by checking "Yes," "No" or "No opinion." There were several additional minor questions designed to check the respondent's primary source of farm income against the commodity committee on which he was serving, and his age level against the replies to the first three questions. The same material was mailed to the six county agents for their suggestions and approval. After minor refinement, revised questionnaires, stamped and addressed return envelopes, stamped and addressed forwarding envelopes were mailed to the six county agents. They were asked to reproduce, on their stationary, a letter signed by them that had been designed to describe the study project, and persuade committeemen to complete and return the accompanying questionnaire. Identical material appeared in all questionnaires, but different colors were used for each commodity to facilitate tabulation of returns.

This material was forwarded to the cooperating county agents on February 24. A follow-up letter was mailed directly to the non-respondents, by the author, on March 10. Copies of these materials appear as items "B" and "D" in the Appendix.

Methods Used To Analyze Results

Since the entire membership on the commodity committee lists participated in the study no tests of significance

were computed. Hagood and Price² point out that:

If we restrict our procedures to the methods of descriptive statistics, the case is clear and simple; we have secured one or more descriptive measures for the finite universe we are interested in, and sampling and tests of significance have no meaning or application to the problem.

Prior to mailing the questionnaires, significance levels were set on a simple percentage basis as follows:

Hypothesis I Unless the average preference of the fruit, vegetable, poultry and livestock committeemen is at least 10% greater than that of the dairy committeemen, the null hypothesis stating that these two groups do not differ in their desire for change will be accepted.

Hypothesis II Unless 60 per cent or more of the respondents indicate a preference on the method of providing inter-county extension work, the null hypothesis that they have no preference will be accepted.

Hypothesis III Unless 60 per cent or more of the respondents indicate a preference for the method of supervising additional agents for inter-county work the null hypothesis of no preference will be accepted.

Second Phase--Information Concerning Developments in Various States

Determining which state extension had staff members operating on an inter-county basis proved to be more involved than anticipated. Several leads were obtained from the Federal Extension Service in Washington and the Institute

²Margaret J. Hagood and Daniel O. Price, Statistics for Sociologists (New York: Henry Holt and Company, 1952), pp. 356-370.

for Advanced Study at Madison, Wisconsin.

Following up leads from these sources, letters were mailed to four state extension directors. The following are several of the topics on which the directors were asked to comment:

1. Developments leading to establishment of area agents
2. Examples of their subject matter work area
3. Administrative channels and program planning methods
4. Leads on other states with inter-county programs

Other preliminary steps in gathering information included phone conversations, personal interviews with several extension administrators, and review of extension periodicals.

The need for a standardized set of questions soon became apparent. A questionnaire was drafted, pre-tested with several county agents, and extension administrators. With few exceptions the questions were so designed that a simple "yes," "no" or "don't know" answer was asked for. As with the former questionnaire referred to previously, the limitations of this procedure were considered. Considering the availability of time and other resources the questionnaire appeared to be the most suitable instrument for obtaining the desired information. A personal letter accompanying the questionnaire was mailed to 43 extension workers in 18 states. A copy of this questionnaire appears

as item "E" in the Appendix.

The questions were designed to obtain information on several core topics. Some of these follow:

1. Methods of financing inter-county extension compared to traditional county agents
2. Comparisons of program planning methods
3. Degrees of supervision and control by various components of extension
4. Reasons for establishing inter-county extension programs
5. Problems encountered, and suggestions for overcoming them

Respondents were asked to supply copies of letters, reports, or any other forms of written material that would help convey information on developments relating to the study topic. Personal knowledge concerning some of the developments in New York State was included in the summary for that state. Most of the information for Michigan was assembled by personal interview with county agents, area marketing agents, study of records in the district supervisors offices and interviews with state specialists and administrators.

Information obtained from these states was handled in several ways. The replies to the first nine questions on the mail questionnaire were tabulated, and the results analyzed for each question. Finally, a summary was made from all available sources, describing inter-county extension projects in each of 15 states.

CHAPTER V

PRESENTATION AND ANALYSIS OF DATA

Two separate sets of data were collected and analyzed. One set was from farmers in New York State. Appendix A shows the counties in which these farmers are located. The other was from extension service staff members from states where some form of inter-county agent work is being practiced. Farmer results are compared by simple percentage relationships.

Replies to questions were tabulated so as to present numerically a composite picture of developments in the states. In addition, a summarization of developments in each state is presented at the end of this chapter.

New York Farmer Replies

Table 1 shows how various commodity committee members feel about the desirability of changing the extension service so as to have county agents work across county lines. Hypothesis I which stated that dairy commodity committee members will show greater preference for continuation of county agent work on an intra-county basis, than will fruit, vegetable, poultry and livestock committeemen, is not supported by the study results.

Table 1 - Distribution of Commodity Committee Members
According to Preference Between Continuation of
County Agent Work Within County Limits or Spe-
cialization and Work Across County Lines

		Work Within County Lines	Work Across County Lines	No Opinion
		Per Cent	Per Cent	Per Cent
A. Total Replies (N=363)				
Distribution		48	47	5
B. Replies by Committees				
Fruit	(N=49)	47	47	6
Vegetable	(N=106)	38	56	6
Poultry	(N=48)	50	48	2
Livestock	(N=67)	61	34	5
Dairy	(N=93)	49	45	6
All Other Than Dairy	(N=270)	50	45	5

Data presented in Table 1 shows that 49 per cent of the dairymen favored continuation of intra-county agent work, actually one per cent less than all committeemen other than dairy. Since at the outset of the study a ten per cent preference by dairy committeemen was deemed necessary to be significant, Hypothesis I must be rejected. Study of Table 1 shows that the group of committeemen most interested in maintaining county agent work on an intra-county basis represent livestock growers. Committeemen showing greatest interest in inter-county agent work represent vegetable growers.

Of the 350 committeemen who answered question number two, 57 per cent preferred utilization of existing agents for inter-county extension work, while only 30 per cent favor employment of additional agents for this purpose. (See Table 2). The difference of 27 is greater than the 10 per cent established as the significance level. This supports Hypothesis II which states, in choosing between proposals for re-organization of the extension service that would result in specialized agents working in more than one county, commodity committeemen will favor that existing staff members accept inter-county responsibilities, over the employment of additional agents for this purpose.

Table 2 - Distribution of Commodity Committee Members According to Preference for Method of Providing Specialized Agents for Inter-county Extension Work

		Existing Staff	Additional Agents	No Opinion
		Per Cent	Per Cent	Per Cent
A. Total Replies (N=350) Distribution		57	30	13
B. Replies by Committees				
Fruit	(N=47)	44	44	12
Vegetable	(N=103)	59	30	11
Poultry	(N=45)	54	33	13
Livestock	(N=66)	53	29	18
Dairy	(N=89)	64	20	16

As with responses to the first hypothesis, committees differed. Fruit committeemen were equally divided on employing additional agents as a means of providing inter-county extension work. Dairy committeemen were most heavily in favor of utilization of existing staff members.

Hypothesis III that commodity committee members will prefer local and state over state supervision of inter-county agents was upheld by a substantial margin. The indicated margin was set at 10 per cent. The actual margin as shown in Table 3 is 78 per cent.

Table 3 - Distribution of Commodity Committee Members According to Preference Between Methods of Employment and Supervision of Additional Agents Employed for Work Across County Lines

		State Supervision Per Cent	Local and State Supervision Per Cent	No Opinion Per Cent
A. Total Replies (N=348) Distribution		5	83	12
B. Replies by Committees				
Fruit	(N=46)	4	87	19
Vegetable	(N=103)	4	84	12
Poultry	(N=45)	9	78	13
Livestock	(N=66)	8	78	14
Dairy	(N=91)	2	87	11

The difference in the number of committeemen who chose to mark "no opinion" for each of the three questions

is notable. There were about twice as many who chose to avoid registering an opinion on Hypotheses II and III as compared to number I.

Age of committeemen had an influence on how the committeemen answered the question as shown in Table 4. This was especially true with Question number 1. Younger men were inclined to favor inter-county agent work, and each older age group, showed a progressive tendency towards preference for intra-county agent work. Committeemen in the 55 and over age group also indicated the least preference for the employment of additional agents.

Table 4 - Commodity Committeemen's Responses to Questions on Intra- and Inter-County Extension Work Classified According to Committeemen's age levels

Nature of Question	Age Grouping			
	35 or under	35 to 45	45 to 55	55 or over
	<u>Per Cent</u>			
1. Agent Work Territory				
Intra-county Basis	32	47	54	59
Inter-county Basis	63	48	41	36
No opinion	5	5	5	5
2. Methods of Inter-County Work				
Existing Agents Cross County Lines	62	51	56	61
Hire Additional Agents	28	35	30	22
No Opinion	10	14	14	17
3. Inter-County Agent Supervision				
College Responsibility	5	4	4	7
College and County Responsibility	86	85	85	77
No opinion	9	11	11	16

A total of 401 questionnaires were returned. This represents 81.1 per cent of the total possible. Thirty-four returned questionnaires were not included in the results for the following reasons. Four were received too late for tabulation, six were received from non-farmers, 17 were returned blank except for the signature, three were incorrectly filled out and four were from committeemen serving on more than one committee.

A possible indication of the strength of the convictions of those who favor continuation of county agent work within county limits is the 19 questionnaires that were returned with only this section completed. Several of these committeemen commented that since this was their opinion, there was no justification for them to pass judgment on questions relating to inter-county extension work.

REPORTS ON STATE ACTIVITIES

Statistical Replies

Questionnaire forms were mailed to extension workers in 18 states. Information on returned questionnaires was tabulated and recorded on a copy of the questionnaire. This material appears as Appendix E.

The following is a brief analysis of the replies to the tabulated questions.

Question I. What are the categories of area extension workers in your state?

Many methods have been developed for the conduct of inter-county extension work. In numerous instances, different procedures are being followed in the same state. The most commonly reported inter-county extension worker, is called a subject matter specialist and is stationed in the field. A second group, nearly equal in occurrence, are called area or regional extension agents.

Question II. What were the principle reasons for employing area agents or specialists?

Increasing specialization by farmers, followed by need to concentrate on regional problems were indicated as the reasons for establishing inter-county work areas for agents.

Questions III and IV. How are your area programs financed and how does this vary from traditional methods of financing traditional county extension work?

Compared to traditional financing procedures, for county agent work, there is considerably less local financial support of inter-county projects.

Question V. To whom do area agents look for supervision and guidance?

States differ considerably on the question of authority and supervision. Variations also occur for projects within states. Least emphasis is placed on responsibility and guidance by advisory committees. Study of individual returns shows that some workers are primarily responsible to one group, others are indicated as responsible to and

guided "very much" by two or more groups.

Question VI. Are programs planned with the help of advisory committees, and if so who serves on them and how are members appointed?

Not all of these workers operated with guidance by advisory committees. A majority did, with most of the committees organized on an area basis to coincide with the agents work area. Membership on these committees varied considerably. One state reported college staff members only, another, interested producers. Most committees have growers and county agents on them, and representatives of agri-business. The most common practice is for area agents to be involved only indirectly in the designation of these committeemen.

Question VII. What was the reaction of various levels of extension workers to the establishment of area extension programs?

The reports indicated very little opposition to the establishment of inter-county extension work by agents. Some replies indicated that college extension specialists were neutral with several opposed.

Questions VIII and IX. In establishing inter-county extension work was the procedure to have existing agents cross county lines or to create new positions? If the latter, how was the personnel selected?

Several states reported that they established inter-county work by arrangements whereby existing agents began to work in more than their home county. However, the most

frequent practice reported was to create additional positions. These additional positions were staffed mostly with people new to extension, followed closely by reassignment of existing county agents. There were but few instances reported of college subject matter specialists taking these positions.

Complications Encountered--Solutions Advised

Area county agents, subject matter specialists and extension directors were asked to indicate some of the problems that were encountered in the process of establishment and operation of inter-county extension work. They were also asked to indicate suggestions for minimizing them.

The most frequently reported complications can be classified under one major category--relationships. Allocation of expenses and time is another broad category covering a number of reports.

Most respondents indicated that considerable preparatory work should precede the employment of area agents. All involved, including local boards of supervisors, county agents, farmers, supervisors, specialists, etc. should be involved in conferences prior to the inauguration of the projects. As a result, job descriptions, procedural methods, role responsibilities, lines of authority, will be understood helping to avoid later suspicions and misunderstandings.

The following are some of the comments on this topic.

County commissioners were fearful of an increase in the county budget.

There is the problem of fitting this type of specialist between county agents and the highly specialized subject matter specialist.

I wanted to know who was boss, the department head or extension supervisor.

County agents were hostile at first.

It is a problem of how to become accepted as a member of the county team, and fit into the county program.

We started with county agents calling meetings. Now area agents call their own meetings. This is a better arrangement.

Allocation of expenses involved such items as paying for mileage driven in each county and cost of demonstrations. Solutions to the transportation cost allocation item included, elimination of county identification, use of university cars, and use of personal cars with billing to individual counties for actual mileage. Several people indicated that a desirable procedure to handle demonstration costs was to have a central budget for small items, and for major items, to charge the county where the demonstration was made.

Time allocation questions involved distribution of time in the various cooperating counties and selection of projects of importance. Several people indicated the necessity of setting aside time to keep up on research and other related developments. One respondent wrote "There is a lack of time to carry on original programs in the county of origin." Suggestions included: (1) streamlining of the

established programs and cutting out of the less important parts, (2) assigning new titles to area agents as a means of breaking with the past.

In one form or another a majority of the suggestions indicated need for clearly establishing policies and procedures, and taking steps so that they are known to all concerned before hiring personnel.

Several additional kinds of problems were encountered. One was a tendency for county agents to lose interest in subjects covered by area agents. Suggested solutions for this situation called for additional counseling by supervisors, involvement of county agents in program development, and measures to keep agents informed concerning activities in their counties. A related problem reported by one state director was the attitude that if the "administration wants something done in a new field of work, or some special problem, they should place special workers to do it." Another question appearing in several questionnaires was on the subject of motivating farm leaders and extension agents to think in terms of area problems.

DESCRIPTIONS OF INTER-COUNTY PROJECTS

Titles Applied to Workers

It was Berlo¹ who wrote "Meanings are found in people

¹David K. Berlo, The Process of Communication, (Holt, Rinehart, and Winston, Inc., New York, 1960), p. 188.

not in messages." An appreciation of this statement was helpful in compiling a list of titles that were indicative of extension workers who operate as agents on an inter-county basis. With few exceptions, it was found that agents with one of the following titles conducted extension work meeting the requirements for this study.

1. Associate County Agricultural Agent--Horticulture (or Entomology, or Dairy, etc.)
2. Area Extension Agent
3. Area Extension Agent in Poultry
4. Extension Agent at Large
5. County Extension Agent
6. County Director
7. County Extension Director
8. Area Extension Agriculturist
9. Regional Marketing Agent
10. Extension Vegetable Agent
11. Area Home Advisor (or Home Management Specialist)
12. Consumer Marketing Agent
13. Extension Area Agronomist
14. Area Agronomist (or Entomologist, or Farm Management Specialist)
15. Regional Extension Vegetable Specialist

There were reports of others with "specialist" titles whose work description identified them more closely with area agents than traditional subject matter specialists.

It was found that some states were in agreement on what these titles symbolize. For others, a description in one state had little relationship to its interpretation in another.

Projects by States

The study revealed that extension services in 15 states had field staff members who answered the following description of the subject of this study. This description

was included in letters of inquiry used in the study.

. . . new group of workers who combine the subject matter specialization of College Extension Specialists, with direct access to producers, handlers, and other segments of agri-business which has been the operational procedure of County Extension agents. Perhaps the most characteristic description of this new category of Extension worker is that he works in an area of the state and to varying degrees in more than one county.

The following section is devoted to a brief analyses of the developments in each of these 15 states. See Appendix B for a list of the extension workers who supplied information used in the compilation of the following information.

California.--Cross-county work increased significantly in 1960. Arrangements and methods of carrying out inter-county work have varied considerably. One arrangement has been to exchange work on a barter basis between two counties with or without formal agreements. For example in Glenn County the farm advisor doing sheep work also is handling the sheep work in Butte County. In exchange a Butte County farm advisor does the citrus work in both counties. The biggest step in this direction involves six counties in the Sacramento Valley. The home advisors in these counties will specialize in a particular subject matter field and operate throughout the six-county area.

Another method of inter-county work has been for a farm or home advisor simply to extend his or her services across county lines. For example the poultry farm advisor in Tulare County is extending his services to Kings County. Kings County pays his mileage and subsistence.

Another procedure has developed in the delta area of Sacramento, San Joaquin and Contra Costa Counties. There the farm advisors meet regularly to discuss common problems and exchange information. They conduct cooperative trials and demonstrations and hold regional tours attended by producers from all the counties.

Iowa.--At present area extension positions in Iowa are established for area agronomists and area 4-H workers. The area agronomists have office space in one of the county extension offices in their area. They assist county extension directors in conducting land use and conservation phases of the county extension programs. They are administratively responsible to a district extension supervisor and technically responsible to the agronomy department. Recruitment of personnel for these positions is the responsibility of the agronomy department, with suggestions from the district extension supervisor.

Kentucky.--There are a number of specialists in Kentucky who are considered to be on a new level. There is a swine specialist, two for poultry, one for horticulture and rural development specialists. These men have no special name but are considered as area industrial or development specialists. They are a member of the staff in a county, meet in staff conferences, and keep the agents informed of their operations.

The swine specialist is in a new situation. About

75 farmers in five good corn counties agreed to pay half the cost of a specialist to work with them in the development of a good system of swine production. This program is working out well and another group of producers want the same kind of program.

All these new specialists are supervised by the extension district supervisor in their area. They are also members of their particular subject matter departments at the college. They work on their own and with the county agents.

Future plans call for the county extension agent to develop and carry out the overall program with assistance from state and area specialists. They do not intend to add more assistant county agents but will concentrate in area agents instead.

Massachusetts.--A plan is now being formulated that calls for the employment of a regional extension vegetable specialist to serve the vegetable industry in Bristol, Plymouth, and Barnstable Counties, Massachusetts. Under the plan the worker will be appointed by the director of extension. Provisions are being made for local participation in selection of the worker, program development and expenses. The new regional extension vegetable specialist will conduct extension work in Bristol County, eliminating a position formerly held by a Bristol County agent.

Michigan.--Regional area work has developed along a number of lines in Michigan. For a number of years district horticultural agents have been assigned to areas of the state. They have worked across county lines and developed programs under the supervision of district supervisors. Office space has been provided in the extension headquarters of one of the involved counties.

Another development has been the establishment of district marketing specialists in areas of the state. These men have been employed to work with producers and first handlers of commodities such as poultry, livestock, grain and livestock. Most of these men specialize in the commodities they work with. They are trained well enough to take positions on the university specialist staff. Their work is supervised directly by an associate director of extension who is coordinator of all extension marketing work in the state. They work to some extent on production. However their principal concern is with the handling of the commodities once they have been harvested.

A third method of conducting area extension work is now in the process of being developed. This is in an area of the state where most counties have only one or two agents for the conduct of the combined farm, home and 4-H programs. Under this system each of the agents assumes leadership responsibility for a particular phase of extension work in the cooperating counties. This agent then tends

to become a specialist, available for meetings and other work in each of the counties. He exerts leadership in the activities related to this specialty. Each agent retains authority for the overall program in his county calling on the "specialists" from the adjoining counties to help carry out programs within their specialty.

As an example of how this program works, a county without a 4-H agent, will have the services of one supplied by another county, and in turn the first county will supply a home demonstration agent for work in one of the other counties. Another possible arrangement would be for the agents in four adjoining counties like Clare, Gladwin, Roscommon, and Ogemaw, to take a segment of the dairy program for their specialty. Thus the major responsibility for breeding, feeding, herd health, and records would be divided among them.

There has been no change in the overall administrative organizational procedure. The agents like the idea since it gives them an opportunity to specialize and be more readily recognized.

Missouri.--The Missouri Extension Service is moving into cross-county line work in a substantial way. The state is divided into county groupings. In one group for example, there are seven counties with 29 people. As a vacancy occurs in the existing agent staff, the replacement is a person especially qualified in a specialty, for example

soils. This person then works throughout the counties in the group. Special in-service training workshops are being conducted to help develop specialties among the existing agent staff.

Their men are considered as specialized agents rather than specialist agents. They are assigned to a county and are responsible administratively to the county agent. State subject matter specialists continue to be the final authority on recommendations. In the seven county group referred to earlier, each of the counties contributes \$300 towards the specialized agents salary plus a share of the operating expenses.

Several basic ingredients to inter-county work are held important. These are: (1) there should be a homogeneity of interest such as cotton, tourist business, (2) consensus at all levels on methods of work before starting, (3) participation by clientele in decision making. Among the dangers mentioned was the tendency for decision making to shift to the state level and for specialized agents to feel they are state specialists rather than county agents.

Montana.--Inter-county work is just getting started in Montana. Their projects include specialists who are stationed in the field and county extension agents who work in more than one county. Plans are underway for employment of women as district extension agents. Their work will include help with home economics programming and some home

economics subject matter work.

Nebraska.--Because of "thin" populations several Nebraska counties have been combined into one unit to strengthen extension. Agents in these units continue to be generalists. In addition, Nebraska has area specialists aimed at particular problems. These area specialists are aimed at giving quicker personal service, tying together factors farmers are interested in such as efficient productions, harvesting, storage and marketing. An area specialist in beef, cattle production covers about one-fourth of the state. Other area projects include: (1) farm management, irrigation and erosion control on sandy soil, (2) potatoes and entomology, (3) irrigation, (4) forestry, (5) urban extension.

Some of these workers plan their work and schedules with county extension agents, others with district extension supervisors. Suggestions for improvement call for better work and time scheduling. In the past agricultural area specialists have made plans individually. More responsibility on the part of the district supervisors was mentioned as a means of strengthening area work..

New Mexico.--Area work in New Mexico is in the fields of rural development and farm and home planning.

New York.--During World War II and for a few years afterward, New York had area workers called district agricultural engineers. Their war-time function was to help

keep farm machinery in working conditions. These men were responsible administratively and subject matter wise to the department of agricultural engineering. Their work was designed basically to be service oriented rather than education, and was discontinued several years after the end of the war. Interest in regional work has grown in recent years, and a number of varying projects have been established.

District marketing agents have been employed to work primarily with distribution of food. These agents are located in large metropolitan centers, have office space in local extension headquarters, belong to the state county agents association and are responsible administratively to the state extension office. They plan their programs with assistance from the department of agricultural economics and committees made up of trade personnel.

Other projects have been developed for work with agricultural producers. The first of these multi-county efforts involves the fruit program in Clinton and Essex Counties. The agent is a member of the Clinton County staff and has an advisory committee made up of growers and agents from the two counties.

Recently three pilot models have been set up to explore ways of conducting extension work with commercial growers on a commodity basis. The first is with poultrymen in three counties. No county funds are involved. The

program emphases appears to be in management and marketing.

The second project is with the beet, carrot and kraut cabbage industries. Work is to be with producers and processors. The job is defined as halfway between the county vegetable agent and a departmental specialist. There are three advisory committees one for each crop made up of college representatives, growers, processors, and county agents. A third project, quite similar to the one above is confined to a muck area that was formerly served by agents from two counties.

These workers are called extension poultry or vegetable agents. Their relationships are the same as those outlined for area marketing agents. Basic financing is with state funds, a departure from county extension work, which is financed mostly with funds from county sources.

The following description involving the dry bean industry illustrates another type of inter-county development. An appointed group of producers, shippers, county agricultural agents and college representatives have studied the dry bean industry in New York. They have sponsored a state wide meeting and are exploring ways of expanding research work. A county agent is chairman of a committee developing a plan of work methods for communicating through county agents to every commercial dry bean grower.

Oklahoma.--Area agents are employed in Oklahoma.

One of the problems reported from that state is lack of local

funds in support of this kind of work.

Tennessee.--Due to a reduction in grants from the Tennessee Valley Authority, a staff of 65 assistant county extension agents on T.V.A. was reduced to 15. Titles of the remaining agents was changed to, special agents in test demonstrations. Each works with 15 to 30 farmers in four to five counties. Recently a forester was established in three counties, he works with suppliers for a pulp mill and is partially paid by the counties.

Texas.--Early in the 1950's several subject matter agents were appointed in highly intensified agricultural counties. These agents carrying such titles as associate county agent--horitculture (or entomology, or irrigation, etc.) worked in three or more counties. Financing was shared about equally between county commissioner's courts and federal-state revenues. These agents were supervised by extension district agents, and were responsible to appropriate subject matter department for accuracy of subject matter and training.

In time it was found that these agents who were only equipped with B.S. degrees were not capable of meeting the heavy pressure for the type of assistance necessary in the field. In 1958 all appointments to these agent positions were discontinued.

These such positions were then filled with personnel having headquarters staff status. There are now 40

of these specialists in agriculture and home economics headquartered in district offices in the field. They are responsible to the state leaders for general supervision and are a part of the subject matter department for training and accuracy of subject matter. Field work schedules are developed with appropriate district agents. All financing is done from state and federal funds. None of these people have less than a master's degree.

As the area specialist personnel staff was expanded, staff specialists at headquarters were able to devote more time to the interpretation of research, development of publications material, and other resources to assist the state-wide effort.

It appears that these area specialists operate about as other headquarters staff specialists. This development was included here as another example of the establishment of a "layer" of workers between the county extension agent and central subject matter specialists. The reason advanced for the development of this procedure in Texas is the size of the state. The state has 254 counties, with 12 extension districts and approximately 20 counties in each district.

Virginia.--An area agent was recently designated in Virginia to work primarily with farm management. A primary purpose of this area agent is to train agents while at the same time training farmers. In addition a livestock

specialist, attached to the animal husbandry department, has been established in an area of the state. This was done in response to a rapidly growing swine enterprise which resulted in larger operators needing on-the-spot help faster than they could normally get with a specialist stationed at the college.

Others mentioned are a man dealing primarily with Turkish tobacco, and two fruit specialists. With all of these is an indication that the area specialist should work closely with and through the county agent. For each area specialist, there is a counterpart located at the college.

Supervision of activities and work of either the area agents, or area specialists, falls within the responsibility of the district agents.

Washington.--For the past two years an area agent has worked with row crop growers (primarily potatoes) in the Columbia Basin where irrigation is an important practice. Three counties are involved with the agent lending some assistance in other areas of the state.

The area agent is located at an experiment station and is responsible to their state extension director through a division leader.

Most of the extension projects described in the preceding paragraphs definitely come within the scope of this study. Others have features that are related to the study topic. All are illustrations of changes extension is making as a result of its changing environment.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

This study was designed to assemble information on the change of the county extension agent's work area from an intra- to an inter-county basis. The objective was to provide a source of information on this development.

Three steps or processes were followed in the assembling of this information. The first was a review of literature, the second was a mail survey of 494 commodity committeemen, and the third involved a mail questionnaire, phone calls, and personal interviews with extension workers in 18 states.

Study of related literature revealed that many people in extension are concerned that extension should keep pace with the changes taking place in agriculture. There were numerous indications that specialization by agents accompanied by an expansion of work responsibilities across county lines was a needed change. However, reports of such undertakings were scarce.

Analyses of the questionnaires submitted by the commodity committeemen showed that dairy committeemen do not differ from fruit, vegetable, poultry and livestock

committeemen, taken as an average, on the desirability of having extension agents work across county lines. Considered as individual committees, the livestock growers were strongest advocates of agent work within county lines, while vegetable committeemen were the strongest supporters of work across county lines.

When asked to make a choice between utilization of existing agents and employment of additional agents for cross-county line extension work, the committeemen voted 57 per cent for existing agents, 30 per cent for additional agents, and 13 no opinion. This supported the premise that farmers are concerned about the expenditure of additional public money for extension.

The data showed that committeemen are strongly in favor of maintaining local responsibility in the supervision of extension workers.

Information assembled from the 18 states showed that inter-county extension work is rapidly coming in. A new group of extension workers is rapidly developing. They operate under a vast array of titles and different arrangements. However, they have at least one thing in common. They fit somewhere between the level of the county extension agent and the subject matter specialist. The recommendation most frequently made for the prevention of complications was that procedures should be well planned out and all concerned familiar with them, before the employment of workers under the program.

Conclusions and Recommendations

Information on developments in the various states indicates rather clearly that inter-county work by agents is being accomplished in most states by the employment of additional agents. Commodity committeemen of New York State expressed themselves as against this procedure. To the author this suggests the need to move slowly in the establishment of additional agents. This would apply particularly to states where extension's clientele participates to an appreciable degree in determining extension policies.

Another tendency shown by the study is the increased amount of financing with state and federal funds. This, coupled with the indicated emphasis for area agents to be responsible to and guided by state level authority runs counter to the strongly expressed desire of New York farmer committeemen to have a say in the operation of extension.

Study of individual commodity committeemen returns showed that a fairly sizable number of farmers were serving on advisory committees that were not representative of their major farming enterprises. This could have had an effect on the application of the questionnaires to the first hypothesis.

Recommendations for Further Study

Future studies utilizing commodity committee lists as a means of comparing grower responses by enterprise should

have control measures to take care of the complication described in the previous paragraph.

A study that presents itself as extremely important, is an evaluation of the various methods being established for the conduct of inter-county extension work. Before such a study is made more details are needed on what is taking place in the various states. A questionnaire such as used in this study reveals only a fraction of what is transpiring. With such a vast topic, open ended questions can lead both the informant and informer down unfruitful channels.

The best means of communicating information on developments associated with this study were readily available, also the least complicated for the informers. These means were copies of progress reports, annual reports, and similar material that had been prepared to convey information to co-workers and others within the state. Information available in these ready made sources can be used profitably in the development of further study procedures.

A suggestion for future study would be to determine whether financial "conservatism" as suggested by Premise # 2 of this study, or other forces motivated New York farmers to prefer that inter-county work be instituted without an expansion of total staff. Several of these other considerations are farmers age, educational level, and degree of satisfaction with existing programs.

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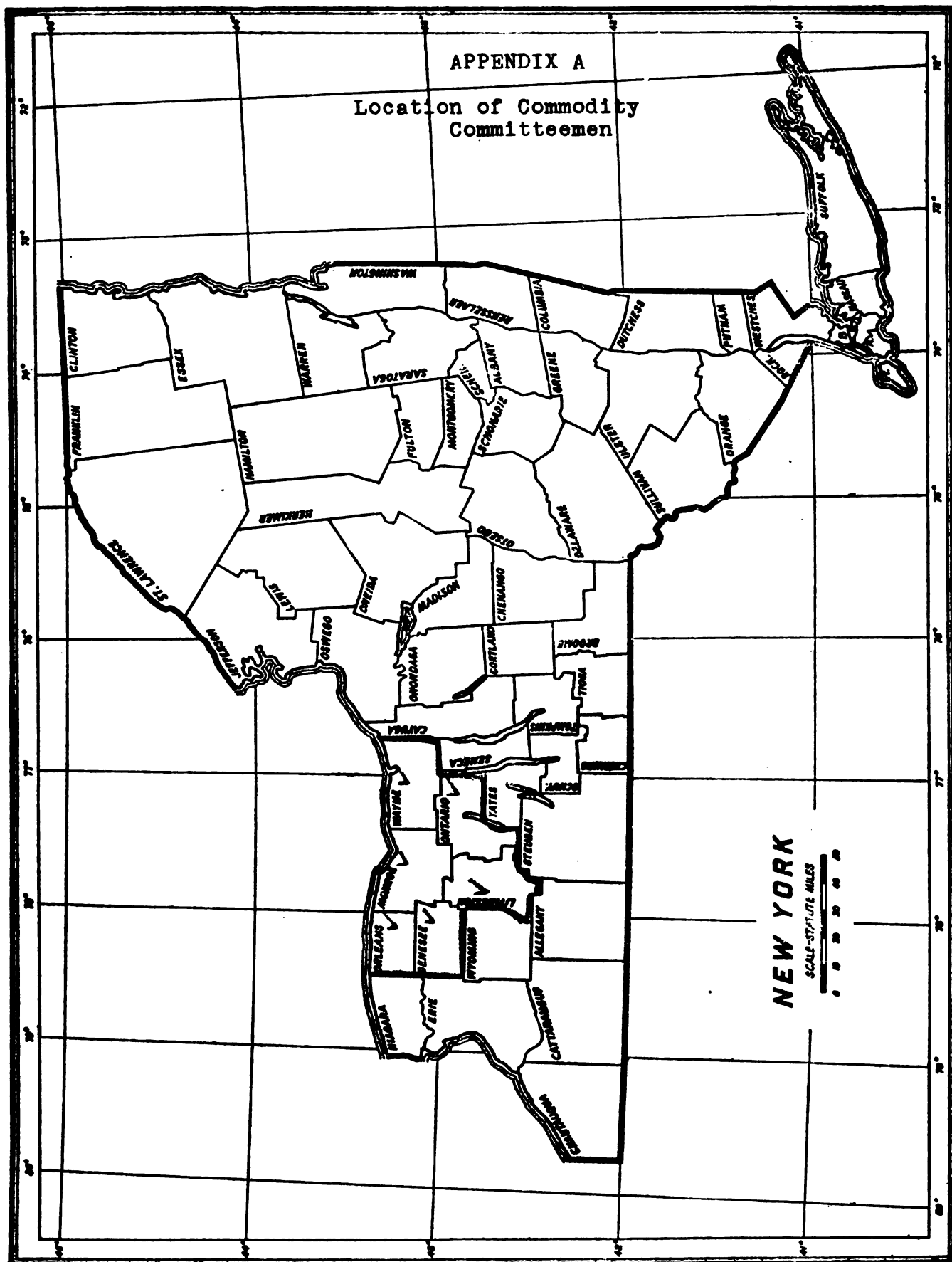
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Personal interview with Einer Olstrom, District Extension Director, Michigan State University. January, 1961.

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APPENDIX A

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APPENDIX B

COUNTY EXTENSION WORK IN THE 1960's
(Please answer all questions)

1. Indicate with an (✓) your preference for one of the following:
 - a. () County Agents should continue to work within county limits.
 - b. () County Agents should develop specialized areas of work and operate across county lines.
 - c. () I have no opinion on this.
2. If arrangements are made for agents to become more specialized and work in more than one county this should be done by:
 - a. () Having one or more members of the existing agent staff in each county accept the responsibility for a particular phase of Extension work in each of several cooperating counties.
 - b. () Employing additional agents to be responsible for a particular phase of Extension work in each of several cooperating counties.
 - c. () I have no opinion on this question.
3. If additional agents are hired to serve specific agricultural enterprises in more than one county they should be:
 - a. () employed and supervised directly by the college
 - b. () employed and supervised under a cooperative agreement between the college and a local county committee
 - c. () I have no opinion on this question.
4. Comments on any of the above questions (Use reverse side if necessary)

5. Is your farm income mostly from (check one) dairy _____ fruit _____
vegetables _____ poultry _____ livestock _____ other _____

6. Fill in the blanks below based on your 1960 operation:

CROP	ACREAGE	CROP	ACREAGE	LIVESTOCK	NUMBER
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____

7. Is your age 35 or under _____, 35 to 45 _____, 45 to 55 _____, 55 or over _____
8. Your county is _____ Name _____

APPENDIX C

New York State Cooperative Extension Service

Wayne County - Agricultural Department, Alton, New York

Dear Commodity Committeeman:

YOUR ASSISTANCE IS NEEDED IN AN EXTENSION RESEARCH PROJECT!

I am sure you will agree that agriculture is undergoing many changes. Farms are becoming larger and operations more specialized. In counties such as ours, with a diverse agriculture, this specialization has often resulted in only a small number of farmers producing a particular crop. To them their specialized crop or enterprise is very important, but may be considered as a minor enterprise in the county or state.

This changing agricultural picture has led farm leaders like yourself and Extension people to ask how the county extension service of the future should be organized. Their concern is that county agents continue to meet the needs of those engaged in the "major" agricultural enterprises where many people are involved, as well as those engaged in the "minor" agricultural enterprises where only a few are involved.

The enclosed questionnaire is being sent to obtain your opinion on the following viewpoints related to this matter:

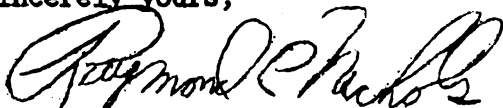
✓ County Agents should become especially qualified in certain areas of Extension work, and then conduct Extension work in those specified fields, in two or more counties.

✓ County Agents should become especially qualified in areas of work depending on the needs of a specific county, and then conduct Extension work in that one county.

Which procedure is in your opinion best suited to our county situation? Please answer all the questions on the enclosed mimeo. A stamped, addressed envelope has been enclosed for your convenience. Individual replies will be kept confidential.

This questionnaire is part of a report being prepared by Edwin Motsenbocker (Agent from Monroe County, New York) during his study leave at Michigan State University. Identical copies are being mailed to commodity committeemen of Monroe, Wayne, Ontario, Livingston, Genesee and Orleans counties.

Sincerely yours,



Raymond C. Nichols
County Agricultural Agent

gdj
enc.

COPY

THE UNIVERSITY OF CHICAGO
DIVISION OF THE PHYSICAL SCIENCES
DEPARTMENT OF CHEMISTRY

CHICAGO, ILLINOIS 60637

TO THE DIRECTOR, NATIONAL BUREAU OF STANDARDS

RE: A preliminary report on the results of the investigation of the
properties of the ^{137}Cs isotope, carried out by the
Department of Chemistry, University of Chicago, during the
period from July 1, 1954, to June 30, 1955.

The investigation was carried out under the direction of
Dr. J. H. Emswiler, who is now on leave of absence from the
University of Chicago, and is being continued by Dr. J. H. Emswiler
and Dr. J. H. Emswiler, Jr., who are now on leave of absence from
the University of Chicago.

The results of the investigation are being reported to the
National Bureau of Standards for its information.

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Dr. J. H. Emswiler, who is now on leave of absence from the
University of Chicago, and is being continued by Dr. J. H. Emswiler
and Dr. J. H. Emswiler, Jr., who are now on leave of absence from
the University of Chicago.

The results of the investigation are being reported to the
National Bureau of Standards for its information.

The investigation was carried out under the direction of
Dr. J. H. Emswiler, who is now on leave of absence from the
University of Chicago, and is being continued by Dr. J. H. Emswiler
and Dr. J. H. Emswiler, Jr., who are now on leave of absence from
the University of Chicago.

The results of the investigation are being reported to the
National Bureau of Standards for its information.

Very truly yours,

J. H. Emswiler, Jr.

Department of Chemistry,
University of Chicago,
Chicago, Illinois 60637

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APPENDIX D

Institute for Extension Personnel Dev.
113 Agricultural Hall
Michigan State University
East Lansing, Michigan

Dear Sir:

I have not received your reply to the County Extension Service questionnaire that you received recently from your County Agent. Enclosed is a duplicate copy in case you have misplaced the original.

Please complete and return it at your earliest convenience even though you check the "no opinion" sections. It is important that opinions of all who received the questionnaires be included in the tabulations.

If your reply is now in the mail, ignore this second request.

Please send to above address.

Sincerely yours,

Edwin Motsenbocker

Edwin Motsenbocker

EM:mh

Enclosure

1. The Department of the Interior

Washington, D. C.
February 1, 1901

Dear Sir:

I have the honor to acknowledge the receipt of your letter of the 28th inst. and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.

I am, Sir, very respectfully,
Yours very truly,
John D. Smith

Very truly yours,
John D. Smith

Very truly yours,
John D. Smith

Very truly yours,
John D. Smith

Very truly yours,
John D. Smith

Very truly yours,
John D. Smith

Very truly yours,
John D. Smith

Very truly yours,
John D. Smith

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APPENDIX E

INFORMATION CONCERNING AGRICULTURAL EXTENSION PROGRAMS

CONDUCTED ON AN AREA, REGIONAL, DISTRICT OR INTER-COUNTY BASIS

(The following questions pertain to extension workers who operate as county agents, except that they work in more than one county and tend to specialize in their subject matter responsibilities.)

- I. Place a check mark (✓) before the categories which describe area extension workers in your state.
- 9 () Subject matter specialists stationed at the college who limit their work to a portion of the state.
 - 16 () Subject matter specialists stationed in the field, who limit their work to a limited number of counties.
 - 7 () County extension agents who work in more than one county.
 - 13 () Area or regional extension agents who work in more than one county.
 - () Other--specify.
- II. What were the principal reasons for employing area agents or specialists? (Please rank in order of importance, 1, 2, 3, etc.)
- 45 () more efficient utilization of extension funds.
 - 73 () increasing specialization by farmers.
 - 66 () increasing need for extension to concentrate on regional problems.
 - 32 () need for better service to minor enterprise interests.
 - 41 () rapid scientific and technological developments affecting extensions clientele.
 - () other--
- Replies to this question were scored as follows:*
- | | |
|---------------------|---------------------|
| <i>1 = 5 points</i> | <i>3 = 3 points</i> |
| <i>2 = 4 points</i> | <i>4 = 2 points</i> |
| | <i>5 = 1 point</i> |
- III. How are your area programs financed?
- 16 () state or state and Federal funds only.
 - 4 () state and local funds.
 - 1 () local funds only.
 - 4 () other--specify.
- IV. Does this vary from traditional methods of financing individual county extension work in your state? 5 () No (20) Yes If yes, how?
- 4 () more local financial support
 - 15 () less local financial support
 - 3 () pooling of funds from several counties
 - () other--specify
- V. To what extent are area agents responsible to or guided by:
- A. County Extension Agents?
- 9 () very much
 - 1 () some
 - 5 () very little
 - 1 () I don't know
- B. State Extension Administrators?
- 12 () very much
 - 10 () some
 - 1 () very little
 - () I don't know
- C. Subject Matter Departments?
- 10 () very much
 - 7 () some
 - 6 () very little
 - () I don't know
- D. Advisory committees?
- 4 () very much
 - 13 () some
 - 3 () very little
 - 1 () I don't know

VI. If programs are planned with the help of advisory committees:

A. Are these committees set up:

- 13() on a regional basis to coincide with the work areas?
9() on an individual county basis?

B. Indicate below who serves on these committees:

- | | |
|-------------------------------------|--|
| 17() growers | 3() research workers |
| 14() county extension agents | 7() agricultural business representatives |
| 8() subject matter specialists | () |
| 5() state extension administrators | () |

C. Are members of advisory committees appointed:

- 5() by the area agents with possible suggestions from others?
14() by others, with possible suggestions from the area agents?
()

VII. In your opinion what were the reactions to the establishment of the area extension programs by each of the following?

favorable neutral opposed don't know

- A. College extension specialists
B. College department heads
C. County extension agents
D. Ass't. county extension agents
E. District extension supervisors
F. Farmers
G. Agric. business representatives
(eg. processors, buyers, etc.)
Comments--

A	13	6	3	1
B	12	4	1	4
C	19	-	1	-
D	16	3	1	1
E	18	2	1	1
F	22	2	-	-
G	16	4	-	3

VIII. In establishing area or inter-county extension work, was the procedure to:

- 2() Have existing county extension agents become more specialized and extend all of their services across county lines?
3() Have these agents extend only a portion of their services across county lines?
20() Create new positions with the regular extension staff maintained in individual counties as before?
()
comments--

IX. If additional positions were created and staffed on a regional basis how were the personnel selected?

- 11() yes () no From among existing county extension staff?
4() yes () no From among subject matter specialist staff?
15() yes () no Individuals new to extension work?
Other--specify

X. List problems that were encountered in making the change to area extension work and your suggestions for minimizing them.

Problems

Suggestions

- XI. List problems that developed after the area program was underway?
Problems Suggestions

- XII. Please describe briefly other measures that have been tried or are under consideration in your state in response to considerations of the items listed under question two on page one of this questionnaire.

Additional comments on any of the preceding questions----

Return to:
Edwin Molsenbocker
Institute for Extension Personnel Development
113 Agricultural Hall
Michigan State University
East Lansing, Michigan

Your name

Address:

APPENDIX F

Institute for Extension
Personnel Development
113 Agricultural Hall
Michigan State University
East Lansing, Michigan
April 6, 1961

C O P Y

Dear _____

I am asking your help with a project that should be of value to you and to other Extension workers of your state as well as to me.

May I introduce myself? I am a New York County Extension Agent on leave of absence for graduate study at Michigan State University. As a special project I am assembling information on a new type of Extension program that is emerging in many states.

As indicated on the enclosed questionnaire, I am primarily interested in the new group of workers who combine the subject matter specialization of College Extension Specialists with direct access to producers, handlers, and other segments of agri-business which has been the operational procedure of County Extension Agents. Perhaps the most characteristic description of this new category of Extension worker is that he works in an area of the state and to varying degrees in more than one county.

It has been brought to my attention that Extension work fitting this pattern is being conducted in your county. Will you share with me your observations and opinions on these developments in your state? The enclosed questionnaire should not take too much of your time. A summary of my study will be available by early summer for those desiring a copy.

Sincerely yours,

Edwin Motsenbocker
M.S.U. Graduate Student

EM:mh
Enclosure

APPENDIX G

LIST OF INFORMANTS BY STATES

California

George B. Alcorn
Director of Extension
University Hall
University of California
Berkley, California

Ray C. Geilberger
County Extension Director
P.O. Box 126
Federal Bldg.
Santa Barbara, California

J. Price Schroeder
Turkey Farm Advisor
720 West 22nd
Merced, California

Wallace R. Schrader
County Extension Agent
P.O. Box 391
Red Bluff, California

Woodrow Mitchell
Room 310 Old Post Office Bldg.
7th and K Streets
Sacramento, California

Jesse W. Bequette
County Director
P.O. Box 560
Redding, California

Edward Libra
201 S. Pine Street
Madera, California

Iowa

Alvin T. Goettsch
District Extension Supervisor
Iowa State University
Ames, Iowa

Kentucky

S. C. Bohanan
Coordinator Extension Programs
University of Kentucky
Lexington, Kentucky

George M. Nelson, Jr.
Area Agent in Extension
Box 307
Bowling Green, Kentucky

J. B. Williams
Area Extention Agent
Leitchfield, Kentucky

Ronnie C. Graves
Area Agent in Poultry
Grayson, Kentucky

Massachusetts

Lloyd H. Davis
Assoc. Director of Extension
University of Massachusetts
Amherst, Massachusetts

Michigan

E. G. Olstrom
District Director
Michigan State University
East Lansing, Michigan

H. J. Carew
Horticulture Specialist
Michigan State University
East Lansing, Michigan

George Axinn
Assoc. Director of Extension
Michigan State University
East Lansing, Michigan

Missouri

Jean C. Evans
Assistant Director of Extension
University of Missouri
Columbia, Missouri

Montana

Torlief S. Aashiem
Director of Extension
Montana State College
Bozeman, Montana

Nebraska

E. W. Janike
Director of Extension
University of Nebraska
Lincoln, Nebraska

Elton Lux
State Leader Personnel
University of Nebraska
Lincoln, Nebraska

Paul E. Fischback
Extension Irrigationist
University of Nebraska
Lincoln 3, Nebraska

Clark Jenson
Box 7
Elmwood Station
Omaha, Nebraska

H. Robert Mulliner
P.O. Box 416
Hasting, Nebraska

New Mexico

A. E. Triviz
Associate Director of Extension
New Mexico State University
University Park, New Mexico

New York

Wallace Washbon
Assoc. State Leader
Cornell University
Ithaca, New York

Oklahoma

L. H. Brannon
Director of Extension
Oklahoma State University
Stillwater, Oklahoma

Tennessee

V. W. Daiter
Director Extension Service
University of Tennessee
Knoxville, Tennessee

Texas

J. D. Prewit
Assoc. Director of Extension
Texas A & M College
College Station, Texas

Virginia

P. H. De Hart
Asst. Director of Extension
Virginia Polytechnic Institute
Blacksburg, Virginia

Washington

John P. Miller
Asst. Director of Extension
Washington State University
Pullman, Washington

Roland C. Hintze
County Extension Agent
Box 496
Ritzville, Washington

Gustaf Hokanson
County Extension Agent
Court House
Passo, Washington

Nicholas Sandar
County Extension Agent
Box 252
Othello, Washington

Others

Edgar J. Boone
National Agricultural Extension
Center for Advanced Study
University of Wisconsin
Madison 6, Wisconsin

Darcie Byrn
Division of Extension
Research and Training
Federal Extension Service, USDA
Washington 25, D.C.

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